

## Department of Planning and Zoning

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**TO:** Design Advisory Board  
**FROM:** Ken Lerner  
**DATE:** November 12, 2014  
**RE:** 15-0525CA/MA, 87-95 North Avenue & 7 Haswell Street

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**Note: These are staff comments only; decisions on projects are made by the Development Review Board, which may approve, deny, table or modify any project. THE APPLICANT OR REPRESENTATIVE MUST ATTEND THE MEETING.**

Zone: NMU Ward: 7

Owner/Representative: Committee on Temporary Shelter (COTS) / Duncan Wisniewski Architects

**Request:** Renovation and addition to existing building for 14 new residential units as part of mixed use building. Project includes demolition of house and lot merger at 7 Haswell Street. Uses in addition to the residential units will include adult day care (Day Station) and COTS offices.

### Applicable Regulations:

Article 3 (Applications and Reviews), Article 4 (Maps & Districts), Article 5 (Citywide General Regulations), Article 6 (Development Criteria & Guidelines), Article 8 (Parking), Article 9 (Inclusionary and Replacement Housing), & Article 10 (Subdivision)



### Background Information:

The applicant is proposing the renovation and addition to the existing building. The site presently contains, at nearly 100% lot coverage, the former Burlington College, a National Registered historic building, and two adjacent parcels owned by COTS to the west each with a residential structure. The adjacent house is proposed to be demolished to provide room for the proposed addition. The house further west will remain. The expansion to the adjacent lot will necessitate a lot line adjustment to combine that parcel with the main site containing the college.

The proposal will contain 23,890 sq. ft. as follows:

First floor: 9,195 sq. ft. for day-station (adult day care) & offices

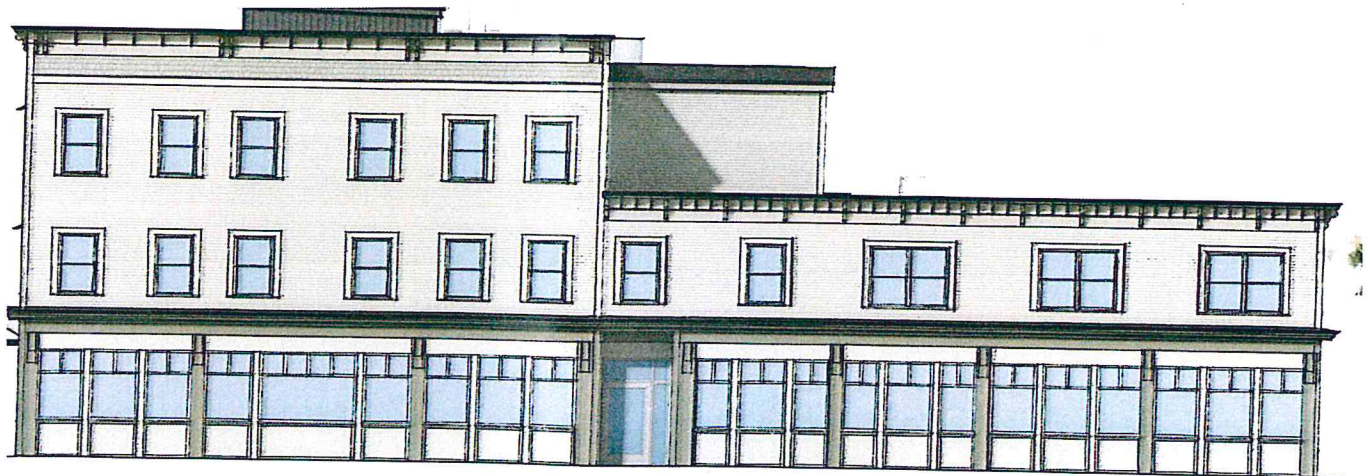


Second Floor: 9,770 sq. ft. 14 residential units (12 studios, two 1 bedroom units)  
Third Floor: 4,925 sq. ft. offices

A surface parking lot is adjacent to the south that is not owned by COTS. However, according to the applicant, COTS has the legal right to use the parking shown (it controls the land under agreement with Burlington College). COTS will need to provide that documentation. Other uses in the vicinity are: to the east, across North Avenue, is a credit union with residences above, a gas station/convenience store; to the north, across Haswell Street, are multi-unit residential buildings; and to the west/northwest, lies the Lakeview Terrace residential neighborhood.

As the project contains more than 5 dwelling units, it is subject to major impact review and inclusionary housing requirements. The use and intensity of development are acceptable under the dimensional standards of the CDO.

Previous zoning actions for this property include the use for a market, retail, offices, a credit union, a parenting/daycare center (1989), and of course for a college (1983).



EAST ELEVATION - PROPOSED  
Scale: 3/32" = 1'-0"

#### **Sec. 5.4.8 Historic Buildings and Sites**

87-95 North Avenue is a National Registered historic building. The proposed project has been reviewed by an historic preservation consultant who determined that the proposed renovations will help return the building to a more traditional appearance while adding additional spaces for the programmatic needs of the owner.

The house at 7 Haswell Street proposed for removal is not, according to the historic preservation consultant, historically significant.

- 1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.*

The original building is proposed to be renovated and with an addition constructed over the single story portion extending beyond the current lot boundaries to the adjacent 7 Haswell Street property. The original store front on the ground floor will be re-established. The historic commercial/residential mix is proposed.

2. *The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.*

The proposed renovations will retain characteristic building details and openings as determined by the historic preservation consultant who reviewed the project. The consultant's report is included in the submittal packet.

3. *Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.*

The addition is sensitive to the existing building. The changes to that building will improve and re-establish the ground level commercial use in a manner that restores it close to its original storefront configuration.

4. *Changes to a property that have acquired historic significance in their own right will be retained and preserved.*

The later addition of the single story section has been changed over time so that it no longer conveys its role as a garage and storage area. Thus, this section is not significant. The original building was renovated over time, most recently in 1983. Enough of the massing and Italianate details remain to retain its significance.

5. *Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.*

The existing architectural details and materials are significant and are being retained and restored. The Italianate brackets and scallop shingles are being retained.

6. *Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials recognizing that new technologies may provide an appropriate alternative in order to adapt to ever changing conditions and provide for an efficient contemporary use. Replacement of missing features will be substantiated by documentary and physical evidence.*

No specific information as to deteriorated features has been indicated, however, does not appear to be any major problems.

7. *Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.*

None proposed.

8. *Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.*

Proposed site work will require excavation and if any archaeological resources are identified, the city and state shall be notified for identification and arrangement for appropriate documentation and archiving.

9. *New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale, and proportion, and massing to protect the integrity of the property and its environment.*

The proposal removes incompatible glassed and aluminum entry on the east (North Ave.) elevation and adds infill on the second floor that is consistent with the existing conditions. The

new storefront on this elevation respects the historic use. While it does not mimic the original it is characteristic of the scale, rhythm and features of its commercial past. In addition, the opportunity to add additional affordable residential units is a community wide positive action and in sync with the CDO and the Municipal Development Plan.

10. *New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

The addition is not likely to be removed as it becomes an integral part of the resulting structure. However the materials used, and with the separation created by the elevator tower the addition is clearly distinguishable from the original structure.

## **Article 6: Development Review Standards:**

### ***Part 1, Land Division Design Standards***

While applicable due to the proposed lot line adjustment, none of the sub-criteria from this Part are applicable.

### ***Part 2, Site Plan Design Standards***

#### ***Sec. 6.2.2, Review Standards***

##### ***(a) Protection of important natural features***

No trees or other significant vegetation will be removed as part of this proposal. There are no significant natural areas on the property.

##### ***(b) Topographical alterations***

Minimal earth work is expected. An EPSC plan has been prepared and will need to be approved prior release of a zoning permit for the project.

##### ***(c) Protection of important public views***

There are no protected public view corridors from or through the subject property.

##### ***(d) Protection of important cultural resources***

See Sec 3.5.6 (b) 8.

##### ***(e) Supporting the use of alternative energy***

The new addition has been sited to maximize solar exposure with large windows on the south elevation and smaller windows on the north. Solar shading included and the applicant is strongly encouraged to pursue solar hot water and/or photo voltaic options.

##### ***(f) Brownfield sites***

The subject property is not an identified brownfield.

##### ***(g) Provide for nature's events***

The project will incorporate stormwater infiltration chambers, pervious pavers in some areas, and an overall decrease in lot coverage by about 15%. The applicant may want to consider green roofs or other low impact design (LID) elements as well. Stormwater management is also addressed by the EPSC plan that has been provided.

##### ***(h) Building location and orientation***

Buildings, including the existing on site and within the immediate area are generally set close to, or on, the front property lines. The new addition will be similarly situated along the front property line. As required, it will observe a 12' setback from the curb to afford wide sidewalk space for pedestrians. The south front entrance is well defined, oriented towards the parking lot. The North Avenue frontage would be enhanced while still retaining the historic character of the building. Both are easily accessible.

*(i) Vehicular access*  
See Sec. 3.5.6 (a) 8.

*(j) Pedestrian access*  
Sidewalk access exists on North Avenue and Haswell Street. New sidewalk is proposed along the south between the building and parking lot.

*(k) Accessibility for the handicapped*  
Handicap parking and accessibility is required. The ADA standards will be met.

*(l) Parking and circulation*  
Parking will change on site with the addition of some spaces for staff accessed from Haswell Street. The existing parking lot historically associated with this building is not owned by the applicant; however, they have an easement over approximately half of the lot which gives them control over the land for parking purposes. The existing somewhat haphazard conditions at the parking lot will be improved upon providing a smaller area but with more efficient use of the parking spaces. This is a Shared Use parking district. Sufficient spaces are provided to meet the requirements of Article 8.

*(m) Landscaping and fences*  
Landscaping details have been provided that specifies plantings. Street trees are proposed along with a partially landscaped exterior courtyard and a green-space for occupants' gardens. Landscaping also is to be added to the parking lot to provide shading and relief from the current continuous impervious parking area. The street trees and other landscaping within the ROW must be in consultation with the City Arborist.

*(n) Public plazas and open space*  
No public plaza or open space is included in this proposal, although an enclosed courtyard and garden area are included.

*(o) Outdoor lighting*  
Soffit mounted recessed LED lighting is provided at each building entrance and the parking lot lighting is designed to meet Dark Sky standards and to conform the Section 5.5.2. This is illustrated on site plans.

*(p) Integrate infrastructure into the design*  
All utilities will be underground. Mail delivery will be internal. A trash room is provided on the ground. The applicant states that roof top HVAC units are located to be concealed or otherwise located to minimize visibility by pedestrians.

### ***Part 3, Architectural Design Standards***

#### ***Sec. 6.3.2, Review Standards***

##### ***(a) Relate development to its environment***

###### ***1. Massing, Height, and Scale***

This 3-story building given its location on North Avenue is well within the range of scale and height established by existing buildings in this area and thus is reasonable for this location.

###### ***2. Roofs and Rooflines***

The proposed building will have a flat roof. This roof form is common and expected for an Italianate designed historic structure.

###### ***3. Building Openings***

All elevations contain well defined and appropriate patterns. The plan for the east elevation depicts a consistent fenestration pattern with commercial store front windows at the ground level in an attempt to recreate the original retail use.

The main entrance to the project will be from the south parking lot. The associated elevator acts as a break between the old and the new. With a projecting canopy visible from North Ave. A new sidewalk connects this entrance to the public sidewalk.

##### ***(b) Protection of important architectural resources***

The subject property contains a National Register historic building that formerly housed Burlington College and previously was a grocery/department store. The proposed addition is sensitive to this building using fiber cement clapboard style siding in a pattern similar to that of the existing building.

The neighboring building to the west of the project site at 3 Haswell Street is historically significant, dating to c. 1907 and included on the Vermont Historic Sites & Structures Survey. The separation from the proposed development and that structure mitigates any potential impacts on the neighboring building. See Sec. 5.4.8 above.

##### ***(c) Protection of important public views***

There are no important public views from or through the subject property.

##### ***(d) Provide an active and inviting street edge***

As required by this criterion, the façade of the proposed building re-establishes the commercial store front of the original building along the street edge.

It has a well-defined, entry from the south. The eastern elevation re-establishes the historic storefront use along North Avenue with substantial commercial glazing along the public sidewalk. The rest of the building more uniform in appearance rises above it.

##### ***(e) Quality of materials***

Building materials indicate the repair of the wooden clapboards as necessary, with fiber cement lap siding and panels with metal siding to be used on the addition. All operable windows are fiberglass. Storefront entry doors are aluminum, the glass storefronts are fiberglass.

##### ***(f) Reduce energy utilization***

The proposed construction is proposed to comply with the state and city's current energy efficiency standards. Sunshades are used on the southern elevation to address that solar exposure.

The new addition has been sited to maximize solar exposure with large windows on the south elevation and smaller windows on the north. Solar shading included and the applicant is strongly encouraged to pursue solar hot water and/or photo voltaic options.

*(g) Make advertising features complimentary to the site*

No advertising is included in this proposal at this time.

*(h) Integrate infrastructure into the building design*

All utilities will be underground. Mail delivery will be internal. A trash room is provided on the ground.

The applicant states that roof top HVAC units are located to be concealed or otherwise located to minimize visibility by pedestrians. However, this standard requires that *such features, in excess of one foot in height, shall be either enclosed within the roof structure, outer building walls, or parapets, or designed so that they are integrated into the overall design and materials of the building. Where such rooftop features do not exceed ten percent (10%) of the total roof area, they may be considered "ornamental and symbolic features" pursuant to Sec. 5.2.7 for the purposes of measuring building height.* This needs to be addressed as the illustrations depict a fairly large amount of roof top mechanicals.

*(i) Make spaces safe and secure*

The proposed building must comply with the city's current egress requirements. The main entrance appears to be well lit, and an intercom system for the residential units is included in the proposal.

## **Article 8: Parking**

### ***Sec. 8.1.8, Minimum Off-Street Parking Requirements***

This property is located within the Shared Use Parking District.

Based on the warned and thus applicable Zoning Amendment (ZA14-07) the following parking calculations can be determined as follows:

12 Studio units/ 0.33 parking spaces per unit	=	4 spaces required.
2 one bedrooms units/0.33 spaces/unit	=	1 space required (0.66)
3969 sq. ft. Adult day-care at 1 space/1000 sq. ft.*	=	3.97 spaces
<u>10.096 sq. ft. Offices at 1/500</u>	=	<u>20.2</u>
Total	=	29 spaces required

Provided within the parking area controlled by the applicant = 29.

\*The ordinance has two different standards for adult day care; one based on number of employees the other on square footage. Utilizing the sq. ft. standard herein as the employee number is dynamic and thus unreliable indicator of parking needs.

### ***Sec. 8.2.5, Bicycle Parking Requirements***

Bicycle parking will be provided internally and exterior bike parking is provided outside next to the main entry on the south side. Details of the bike rack and interior floor plans illustrating bike storage areas are needed.



### **Article 10: Subdivision**

There is no apparent subdivision of land included in this proposal other than a lot line adjustment to include the abutting residential property to the west.

#### **Recommendation:**

Forward to DRB for approval including the following comments/conditions:

1. If any archaeological resources are identified during excavation, the city and state shall be notified for identification and arrangement for appropriate documentation and archiving.
2. An EPSC plan has been prepared and will need to be approved prior release of a zoning permit for the project.
3. The applicant is strongly encouraged to pursue solar hot water and/or photo voltaic options.
4. The applicant may want to consider green roofs or other low impact design (LID) elements as well.
5. The street trees and other landscaping within the ROW must be in consultation with the City Arborist.
6. The applicant states that roof top HVAC units are located to be concealed or otherwise located to minimize visibility by pedestrians. As roof top *features, in excess of one foot in height, shall be either enclosed within the roof structure, outer building walls, or parapets, or designed so that they are integrated into the overall design and materials of the building. Where such rooftop features do not exceed ten percent (10%) of the total roof area, they may be considered "ornamental and symbolic features" pursuant to Sec. 5.2.7 for the purposes of measuring building height*, this will need to be addressed as the illustrations depict a fairly large amount of roof top mechanicals.
7. Details of the bike rack and interior floor plans illustrating bike storage areas are needed



# RECEIVED

OCT 23 2014

Duncan  
Wisniewski   
ARCHITECTURE

## DEPARTMENT OF PLANNING & ZONING

COTS 95 NORTH AVENUE

### PROJECT OVERVIEW

The site includes two parcels owned by COTS, one at 95 North Avenue and one at 7 Haswell Street. Both properties are in the Neighborhood Mixed Use zone. In addition, COTS owns a parking easement over approximately one-half of the parking lot to the south of its properties; such easement gives them control over the use of this land for its parking purposes by maximizing the efficiency of the parking and circulation, as well as to make improvements to the property; furthermore, the right-of-way (ROW) of Depot Street abuts this easement area, and some of the existing parking area and associated lot coverage actually exists within this ROW (none of this lot coverage is included in the actual property COTS owns). This proposal imagines a re-configuration of the entrance to this area from North Avenue by reducing the width of the curb cut and re-organizing the parking layout to improve circulation and maximize proposed parking, which will not only be a more efficient use of the space, but will also substantially reduce the amount of asphalt and increase green space by 2,450 SF.

Under this proposal, a circa 1940s single story building addition to the 95 North Avenue building will be removed, as will a ca 1948 single family residence at 7 Haswell Street, most recently used as student housing for Burlington College. The demolition of these structures has been reviewed by Suzanne Jamele, Historic Preservation Consultant. She has determined, with the concurrence of Devin Colman, the State Architectural Historian at the VT Division for Historic Preservation, that the proposed demolition will have no effect on any historic structures. The removal of these two structures will allow for a two and three story addition to be built immediately west of the original 95 North Avenue building. Please refer to attached letters.

### PROPOSED DESIGN

The existing two and three story building spanning from the terminus of Depot Street to Haswell Street will be completely renovated, and an addition of two and three stories will be added to its west, separated at its south facade intersection by a new elevator shaft. The new addition is subordinate to the original building, because it is slightly shorter and its primary facade steps back from the prominent historic south facade; the two story portion of the new addition also steps back and down from the three story portion, thus stepping down in scale and mass in consideration of the buildings both across Haswell Street and to the west of the project site. A new primary entrance leads directly to the elevator serving the upper floors, as well as to the primary public entrance for clients and visitors. The Daystation entrance is located further to the west through an open air courtyard that provides enclosed and private space for clients in favorable weather; adjacent to this courtyard is a covered courtyard that serves the same purpose in less favorable weather.

The first floor includes office space for COTS' highly successful Housing Resource Center, offices for client case management services, and a permanent home for the adult day services program called the Daystation. The second floor contains 14 apartments comprised of two one-bedroom units and twelve studio units. These apartments benefit from on-floor laundry, separate storage cubicles and some shared living room space. The third floor serves as COTS administrative offices, including private offices, conference rooms, shared food prep area for staff lunches and board meetings, and a west facing terrace that will serve staff.

Parking is provided on site in the area south of the property and off Haswell Street. The four spaces off Haswell are tandem spaces, which will be shared by the 3-4 staff members who serve the Daystation, as allowed under ZO Section 8.1.14(b). In addition, the entrance to the service kitchen for off-site prepared meals for Daystation client lunches is located adjacent to this tandem

parking, thus permitting easy access for volunteers bringing lunch 1X/day. The parking lot to the south will be reorganized to improve efficiency, maximize parking, create a more defined sense of entry from North Avenue, and reduce current impervious area by 2,450 SF (15% of current paved area). 36 spaces are proposed in the parking lot, including six spaces in the Depot Street ROW, as approved by the Department of Public Works. A parking summary is included in this application.

Proposed lot coverage, explained in further detail in the attached Zoning Summary, is 80.8%; 92% is allowed.

## CONTEXT

The neighborhood context varies in both use and building type/size. North Avenue includes a mix of single family homes, small apartments, three story multifamily (Mermaid Building, Commodore Point), the Sara Holbrook Community Center, commercial uses (Star Printing, Opportunities Credit Union, McCaffrey's Sunoco/Waggy's QuickStop) and even industrial uses (steel fabrication shop). The Lakeview Terrace neighborhood and its intersecting streets include single family homes, multi-family apartments and condominiums, including the new three story 24 unit multi-family building at the north end of the neighborhood. The building styles range from traditional pitched roof buildings in a variety of historical periods with as well as more recent structures with flat roofs.

Parking for all of these uses is generally served on their respective sites, although street parking is standard on all adjacent streets.

## SITE DESIGN

On the one hand, the property owned by COTS and on which the proposed construction will occur is currently very highly developed and offers little opportunity for site design; on the other hand, the parking lot over which COTS controls a parking easement allows for some flexibility in site design.

Key site plan considerations include revisions to the parking lot design to create a friendlier and better organized site circulation system, reduce the amount of impervious area and thereby decrease storm water contribution, create a more pedestrian friendly streetscape along the southern edge of the property by adding sidewalks and a landscaped pervious buffer between sidewalk and parking, and create more open space and green space by reducing the amount of existing impervious area, some of which has existed for many decades in the ROW of Depot Street. The re-configured entrance off North Street, and parking, will also provide traffic calming for cars which "cut through" the COTS parking lot to enter the westerly side of the parking lot.

By minimizing the size of the addition to the existing building, a substantial green space along the western boundary has been created for on-site gardening (berries, raised beds, etc.), pleasant recreation space, and a transition in scale from the two story portion to the single family home scale of 3 Haswell Street. In addition, by creatively reorganizing the site access from North Avenue and the parking configuration of the existing parking lot, a significant reduction of pervious area and commensurate increase of green space of 2,450 SF has been created and landscaped.

A feature the Daystation enjoyed in its previous location on South Winooski Avenue was a sheltered and enclosed courtyard space to be enjoyed in favorable weather. This feature is reproduced here and improved: it has both an open-to-the-sky courtyard and an adjacent covered courtyard, in which clients can enjoy outside space privately in temperate weather, even when raining.

## SITE LIGHTING & ELECTRIC/CATV/PHONE

Site lighting currently is limited to some building mounted lighting and a public (BED) fixture on a utility pole in the Depot Street ROW. Each building entrance will have soffit mounted recessed LED lighting, as well as parking area LED lighting designed to meet Dark Sky standards, as indicated on the Site Plan.

OCT 23 2014

All utilities will be underground from existing municipal services. Existing sewer, water and gas services will be maintained. New 3 phase electrical service will be provided via an OH pole mounted transformer located in the Depot Street ROW, with underground secondary service from there to the building's basement.

## CIVIL

The project civil engineer Krebs & Lansing has communicated with DPW to assure that the design meets city requirements, including sufficient water and sewer services, as well as a storm water mitigation design that utilizes underground infiltration structures to mitigate stormwater flow. The existing building is currently sprinklered, and the design anticipates full sprinklering of both existing and new construction

The proposed lot coverage on the 95 North and 7 Haswell properties is more than 11 points less than allowable (80.8% vs 92%); in addition, the transformation of over 2,400 SF of impervious surface in the parking lot and Depot St ROW to pervious/landscaped surface contributes substantially to on-site infiltration versus existing conditions.

## BUILDING DESIGN

The Owner's building program includes a reorganization of COTS administrative office space, a new home for the Daystation (day services and support for homeless persons), office space for case managers and the highly successful Housing Resource Center, and 14 apartment units, composed of a mix of two 1BR units and 12 studio units. The program is divided by floor, with the Daystation, case managers and Housing Resource Center on the first floor; apartments on the second floor, and administrative offices on the third floor.

The site is in the Neighborhood Mixed Use District, which mandates a minimum of two stories and encourages three stories. The existing building already has an historic three story portion, and the proposed three story section of the addition complements this section, while being slightly subordinate in height, and set back from the primary facade. The size and scale of the proposed project mediates the transition in scale from the more commercial scale of the east side of the site to the residential scale of the west side of the site.

The new construction includes a three story portion and a two story portion, with the two story portion continuing to the west from the existing two story section fronting on Haswell Street, and continuing around the building on its west side before becoming a three story section stepped both several feet lower and several feet back from the historic section and separated from the historic three story building by the new elevator shaft that serves all floors.

All existing roofs are essentially flat roofs, or will be modified to be flat roofs that are internally draining. The overall massing of the building is very consistent in scale with many nearby buildings, including the Mermaid Building at North and North, Commodore Point on North Avenue, and other buildings on North Street. The stepping of the design has a maximum of two stories on Haswell Street, which is entirely consistent with the two story buildings on the south side of Haswell.

The original building design and construction have changed markedly in the intervening years since construction, including changes to connect two originally distinct buildings into one, adding a circa 1940's single story addition on the west side, and a 1984 major renovation to create a headquarters for Burlington College. The intent of this design is to return the essence of the North Avenue storefront, not mimicking it but yet providing characteristics of scale, rhythm and embellishments that identify it as being commercially oriented; reconnect the two buildings facing North Avenue by removing the 1984 glass connector; replace the inappropriate industrial sash on the south elevation; and patch and repair the wood clapboards of the original building(s). New construction materials include metal siding or fiber cement panels at the elevator tower that serves as the defining separator between new and historic construction; fiber cement lap siding as new exterior cladding, sunscreens at new windows facing south and west, and concrete masonry piers.

The fiber cement lap siding is complementary to the existing clapboard siding, but its exposure to weather differs to offer a contrast; the concrete masonry fin walls support a trellis system that will allow for plant growth and sunshading at the first floor.

We hope to provide roof-mounted solar PV, and in support of that and also being more visible with this feature, we hope to use solar PV as the sunshade devices over the south-facing windows, and possibly also on the west-facing ones if the efficiency at that orientation can be justified.

#### OTHER

Krebs & Lansing has calculated existing and proposed vehicle trip ends based upon the ITE Trip Generation Handbook, the results of which show minor increases in vehicle trip ends when comparing the proposed development to the existing development.

The design will meet applicable state and federal handicapped accessibility requirements for both site and units. All apartments are designed to meet FHA requirements and one will be accessible in accordance with the 2010 ADA, as required by both funding sources and City of Burlington Code of Ordinances.

The building envelope will be highly energy efficient and we will be working closely with BED to utilize all available incentives. As mentioned above, the roof structure will be designed to incorporate photovoltaic panels either in this phase or the future.

## ZONING NARRATIVE

DEPARTMENT OF  
PLANNING & ZONING

The application to the Department of Planning and Zoning of the City of Burlington 95 North Avenue and 7 Haswell Street is made on behalf of COTS & Housing VT by Bob Duncan of Duncan Wisniewski Architecture. This project falls into the permit type "COA Level II", due to project cost and major impact. The proposed development consists of a renovation and expansion of its existing facility at 95 North Street, to include its administrative offices, Housing Resource Center, Daystation, case management services and 14 apartments, along with associated site improvements. The site improvements include 36 parking spaces in the reorganized existing parking lot controlled by the Owner but actually owned by Burlington College; these site improvements include a 15% reduction of impervious surface and conversion to greenspace; a redefined entrance from North Avenue, and a new sidewalk to enhance pedestrian activity and create a new east/west pedestrian connection aligned with a relocated crosswalk at North Avenue and North Street. There are an additional 4 parking spaces accessed from Haswell Street to serve the day station staff and daily lunch drop-off to the Daystation. The following is the required narrative which explains compliance with the Comprehensive Development Ordinance and an appendix of submitted forms and drawings.

### 1. Zoning District Requirements:

The attached Zoning Summary summarizes uses, density, height, lot coverage, proposed development, etc. as applied to the combined parcels of 95 North Avenue and 7 Haswell Street.

### 2. Conditional Uses and Major Impact (Article 3, Part 5)

The proposal falls under 3.5.2 (b) Major Impact Review as a development with more than 5 units. As such, it is required to comply with both the Conditional Use Review Standards of Section 3.5.6(a) and the Major Impact Review Standards of Section 3.5.6(b).

#### a. Conditional Use Review Standards:

- (1) The proposal will not result in an undue adverse effect on the capacity of existing or planned community facilities.
- (2) The proposal will not result in an undue adverse effect on the character of the area affected, as the massing and scale of the building's design thoughtfully relate to its context and neighboring buildings.
- (3) The proposal will not result in an undue adverse effect on traffic in the vicinity because the majority of apartment residents are not expected to have cars, the Daystation clients are homeless with very few cars, and the office space will largely be occupied by a similar number of staff who currently work on the site.
- (4) The proposal will not result in an undue adverse effect on any standards or factors set forth in existing by-laws and ordinances.
- (5) The proposal will not result in an undue adverse effect on the utilization of renewable energy sources; in fact, the building is being designed to accommodate solar PV and will be included dependent on budget considerations.

#### b. Major Impact Review Standards: the drawings, supporting documents, letters from City departments and staff show that the proposal complies with these standards.

### 3. Special Uses and Performance Standards (Article 5): See the attached Zoning Summary for lot coverage, buildable area, setbacks, and building height restrictions.

- a. 5.4.8 Historic Buildings and Sites (pg 5-28). Suzanne Jamele has reviewed the proposed building design and the demolition of 7 Haswell Street and has concurred that the proposed design is in accordance with the Secretary of the Interior's "Standards for Rehabilitation" and the demolition of 7 Haswell Street "will have no adverse effect on any historic structures". Refer to attached letters.
- b. 5.5.2 Outdoor Lighting (pg 205). Refer to civil site plan.
- c. 5.5.3 Stormwater and Erosion Control (pg 213). Refer to civil site plan.

### 4. Land Division and Site Development Principles and Design Standards (Article 6) Section 6.2.2 Review Standards:



- a. Protection of Important Natural Features: not applicable.
- b. Topographical Alterations: not applicable.
- c. Protection of Important Public Views: not applicable.
- d. Protection of Important Cultural Resources: not applicable.
- e. Supporting the Use of Renewable Energy Resources: the new addition has been sited to maximize solar exposure, with larger windows on the south side, and smaller ones on the north; solar shading; preparation for solar PV if financially feasible.
- f. Brownfield Sites: not applicable.
- g. Provide for nature's events: the existing site has virtually no stormwater control whatsoever. The project will incorporate storm water infiltration chambers, pervious pavers in discreet areas, and a reduction of 15% of existing impervious surface returned to green space.
- h. Building Location and Orientation: new addition has been carefully designed to respect the remaining historical building, and its design is subordinate to that original building, while maintaining and creating a new street edge along its south facade.
- i. Vehicular Access: the existing site access is substantially wider than it needs to be, and by narrowing this down, reorganizing the parking layout, and reducing pervious surface, the vehicular circulation system is much better organized and offers more parking spaces in a smaller paved area.
- j. Pedestrian Access: the creation of a new east-west sidewalk that connects directly to a relocated North Avenue crosswalk improves pedestrian access and safety while enhancing neighborhood connections.
- k. Accessibility for the Handicapped: the building will be fully handicapped accessible in accordance with City, State and Federal requirements.
- l. Parking and Circulation: as noted above, the existing very haphazard and inefficient parking and circulation system will be reorganized into a smaller area with more efficient use of space, and with the addition of trees and reduced curb cut to North Avenue, will be much more concealed and feel much more like a local street intersection with North Avenue, similar in scale to the other intersecting streets in the neighborhood (Haswell, Canfield, Strong, Crowley, etc.).
- m. Landscaping and Fences: landscaping is provided as shown on the site plan, and a fence with integral plantings is located along the west boundary line of the newly combined property.
- n. Public Plazas and Open Space: not applicable.
- o. Outdoor Lighting: refer to site plan. Designed to conform to Section 5.5.2.
- p. Integrate infrastructure into the design: resident storage, including bicycle storage is all located inside. Resident mail will be delivered inside. Trash is being collected and stored at ground level and will be collected 2X/week from the Haswell Street driveway. Residents and building occupants will bring all internally generated trash to the trash collection room on the ground floor.

#### Section 6.3.2 Review Standards

- a. Relate development to its environment: The multiple stories of the building's design reflect and relate to the existing building and its context: 3 stories as an extension to the existing 3 story portion, two stories where the building is currently two stories as are the buildings across the street, and two stories with flat roof as the building steps down to the property to the west.
  - 1. Massing, Height and Scale: As noted above, the design of the new addition very carefully maintains the scale of surrounding buildings and transitions appropriately to the local neighborhood.
  - 2. Roofs and Rooflines: There are a variety of roof forms in the immediate area, predominantly flat or low sloping in the immediate context. The design includes flat roofs both to be consistent with context and because it is easier to control and direct stormwater with flat roofs.
  - 3. Building Openings: While not located on North Avenue, the principal building entrance is located on what now becomes the principal facade, and relates directly to the internal building circulation system. The location of the new elevator serves as a design element to separate the new and old, and its projecting canopy is clearly visible from the street, and the new sidewalk serves to create a new street edge for the primary facade. There is

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a secondary building entrance on North Avenue, centered on a relocated crosswalk across North Avenue, and the street level facade along North Avenue has been designed to be reminiscent of the long-ago destroyed storefront.

- d. Protection of Important Architectural Resources: The addition has been designed to comply with Section 5.4.8, as confirmed by letter from Suzanne Jamele, Historic Preservation Consultant.
- e. Protection of Important Public Views: not applicable.
- f. Provide an active and inviting street edge: The design includes a variety of elements and features to avoid large expanses of undifferentiated building wall. The return of the North Avenue storefront design with its cornice cap and the masonry fin walls and trellis along the south facade are two examples of articulations of visual interest.
- g. Quality of materials: where there are repairs necessary to the existing wood clapboards, replacement clapboards of vertically sawn spruce will be used. Other facade materials include fiber cement lap siding, fiber cement panels and metal siding. All new operable windows will be fiberglass, storefront entry door systems will be anodized aluminum, storefront fixed windows will be fiberglass, and existing windows that were recently replaced by the previous owner will remain.
- h. Reduce energy utilization: The building will be designed to meet or exceed the requirements of the RBES and/or CBES Codes of the state of Vermont, which exceed the Guidelines for Energy Efficient Construction pursuant to the requirements of Article VI. Energy Conservation, Section 8 of the City of Burlington Code of Ordinances. The design maximizes its solar exposure by placing the highest percentage of glass area on the south facade, and minimizing north facing glass.
- i. Make advertising features complementary to the site: not applicable.
- j. Integrate infrastructure into the building design: resident storage, including bicycle storage is all located inside. Resident mail will be delivered inside. Trash is being collected and stored at ground level and will be collected 2X/week from the Haswell Street driveway. Residents and building occupants will bring all internally generated trash to the trash collection room on the ground floor. Rooftop mechanicals will be located to be concealed or otherwise located to minimize any visibility by pedestrians from the street level.
- k. Make spaces secure and safe: The building has been designed to comply with all applicable building codes. The building entrances will be adequately lit, and an intercom system for building access will be incorporated for apartment residents and guests.

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ARCHITECTURE

September 18, 2014

ZONING SUMMARY

COTS  
95 North Avenue  
Burlington, VT 05401

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PLANNING & ZONING

Zoning District	Neighborhood Mixed Use (NMU)
Existing Uses	95 North Avenue: Business (office, meetings, etc.). Current SF = 15,382 SF (1st = 8,827 SF; 2nd = 4,915 SF; 3rd = 1,640 SF). 7 Haswell Street: single family residence, most recently used as student housing for Burlington College.
Density/FAR	2.0 FAR, 35' max height; increase to 2.5 FAR and 45' as per tables 9.1.13-1 and 9.1.13-2. FAR = Floor Area Ratio, defined as "The ratio of above ground gross floor area to gross site area or, a multiplier representative of the development limits of a site applied to the parcel/land size". 95 North Avenue property size is 9648 SF; based upon lot size, the FAR of 2.5 would yield a potential development size of 24,120 SF for this property. 7 Haswell Street property is 4925 SF; based upon lot size, the FAR of 2.5 would yield a potential development size of 12,312 SF for this property. When combined, the resulting property yields a lot size of 14,573 SF and a potential FAR of 36,432 SF.
Primary permitted Uses	Appendix A allows, among others, <b>residential</b> (duplex, <b>multi-family</b> , assisted living, B&B, boarding house (up to 4), convalescent/nursing home, group home, <b>adult day care</b> , animal grooming, appliance sales, art gallery, auction house, businesses (auto sales, bakery, barber/beauty), <b>offices</b> , crisis counseling, daycare (various types and sizes), retail under 4000 SF, etc. See Appendix A, Use Table for full list.
Proposed Areas	First Floor: Daystation (adult day care), housing support services (offices) 9,195 SF Second Floor: 14 apartments (12 studios, 2 1BR units) 9,770 SF Third Floor: COTS administration (offices) 4,925 SF  Total 23,890 SF  (23,890 < 36,432; therefore within allowable FAR)
Lot Coverage	80%; however, because the proposal includes more than 5 units of housing, inclusionary zoning requirements are triggered. As such, FAR is increased by .5 and height by 10', with lot coverage increase up to 92%, as per tables 9.1.13-1 and 9.1.13-2. Total property of 14,473 SF yields maximum allowable lot coverage of 13,407 SF (.92 X 14,573).  Existing Lot Coverage 11,141 SF Proposed Lot Coverage 11,788 SF

255 South Champlain Street  
Burlington, VT 05401  
802.864.6693 T

(11,788 < 13,407; therefore within allowable lot coverage).  $11,788/14,573 = 80.8\%$

Setbacks

No side, rear or front setbacks are required.

Summary

The proposed building area total is less than the maximum development potential, the lot coverage is less than the maximum allowable, and all proposed uses are permitted uses.

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DEPARTMENT OF  
PLANNING & ZONING

September 16, 2014

**PARKING REQUIREMENTS**

COTS  
95 North Avenue  
Burlington, VT 05401

The Burlington Comprehensive Zoning Ordinance divides its parking requirements into three different parking districts: Neighborhood, Shared Use and Downtown. The parking requirements range from highest to lowest from Neighborhood to Downtown. 95 North Avenue is in the NMU zoning district, which places it in the Shared Use Parking District. The revisions to the parking requirements recently approved by the Planning Commission stipulate .33 spaces per Studio/1BR unit in the Shared Parking Districts.

The parking requirements for the proposed uses are as follows:

Residential	.33 space per unit
Adult Day Care	1 space per 2 employees, or 1 space per 1000 SF (conflict in ordinance)
Office space	1/500 SF of gross building area

Parking Requirements:

Residential	14 units at .33/space per unit	4.62
Adult Day Care (employees)	6 employees at 1 space/two employees = 3	
Adult Day Care (size)	3969 SF at 1/1000 SF = 3.97 which > 3, use 3.97	3.97
Office space (1st and 3rd)	10,096 at 1/500 SF	20.20
TOTAL (4.62 + 3.97 + 20.2 = 28.79)		29



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## COTS 95 NORTH AVENUE

October 23, 2014

Mr. Ken Lerner  
Zoning Administrator  
149 Church Street  
Burlington, VT 05401

re: Lot Line Adjustment request

Dear Ken,

The Committee On Temporary Shelter (COTS), in partnership with Housing Vermont (HVT), hereby applies for a Lot Line Adjustment to combine the properties located at 95 North Avenue and 7 Haswell Street into one parcel. In conjunction with this Lot Line Adjustment request, a Certificate of Appropriateness Level II Zoning Application is being submitted for the renovation and expansion of the existing building at 95 North Avenue.

The Committee On Temporary Shelter (COTS) owns the two properties to be combined into one lot.

Included with this request is the completed application form under COA Level II, the application fee in the amount of \$6848 (\$200 of which is the fee for the lot line adjustment), and two copies of a lot line adjustment plat as required under Section 10.1.5(a) of the CDO.

I expect that this Lot Line Adjustment application will be reviewed concurrently with the Level II Zoning Application, such that can be approved together.

Sincerely,



Bob Duncan

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**Suzanne Jamele**

**Historic Preservation Consulting**

**1 High Street**

**Plainfield, Vermont 05667**

**DEPARTMENT OF  
PLANNING & ZONING**

**802-454-7825 phone 802-454-7780 fax [scjamele@gmail.com](mailto:scjamele@gmail.com)**

October 18, 2014

Sue Cobb  
Housing Vermont  
123 St. Paul Street  
Burlington, VT 05401

Re: COTS Renovation and Expansion, 95 North Avenue, Burlington  
Review of Proposed Elevations

Dear Sue:

I have reviewed the proposed elevations, dated October 17, 2014 for the above-referenced project in accordance with the standards set forth in 36 C.F.R. 800, regulations established by the Advisory Council on Historic Preservation to implement Section 106 of the National Historic Preservation Act. Project review consists of identifying the project's potential impacts to historic buildings, structures, historic districts, historic landscapes and settings, and known or potential archeological resources. Archeological review of the proposed undertaking is being conducted by a separate party.

The proposed undertaking involves rehabilitation and expansion of the former grocery building at 95 North Avenue in Burlington to create additional space to house the Committee on Temporary Shelter's (COTS) offices, program space, and permanent housing. The rear, single story, cinder block former garage addition on the former grocery store will be removed and a new two or three-story rear addition will be constructed. As part of this project, the adjacent ranch house at 7 Haswell Street, built in 1947, will be removed.

A detailed description and discussion of the historic significance of the buildings at 95 North Avenue and 7 Haswell Street can be found in my letters to Housing Vermont dated July 15, 2013 and September 23, 2014.

***95 North Avenue***

**Description**

The c. 1894 Italianate style commercial building at 95 North Avenue is a contributing resource (#1) in the North Street Historic District. This district is listed on the National Register of Historic Places. The building served as a store, with residential space above, for much of its past, beginning in the last decades of the 19th century. It has been expanded several times. By 1960 the traditional storefronts with their recessed entries had been replaced by modern plate glass display windows. In 1979 the building was sold to Burlington College and in 1983 was renovated. On the interior, materials in all sections of the building have been replaced with modern finishes and are not significant.

### Significance

While listed as a contributing building in the historic district due to its role as an important neighborhood grocery and dry goods store, all sections of the building have been altered to varying degrees. The two front sections of the main block retain enough of their original massing and Italianate detailing to continue to contribute to the district despite changes to siding, windows and doors and additions of large modern entry elements.

The rear, single story section has been changed over time and no longer conveys its role as a multi-car garage and storage area. The exposed cinder block walls on the south and west sides, and the metal multi-pane industrial windows on the west side are all that remain, inside or out, of the more industrial original use. The proposed removal of this altered, one-story portion of the property should not affect the property's eligibility as a contributing structure in the historic district. The property's significance lies largely in its massing and Italianate style cornice, elements that convey the building's late-19<sup>th</sup> and early-20<sup>th</sup> century commercial role. The altered, former garages are mostly hidden by the larger, multi-story main massing of the commercial building. Loss of the former garage buildings will not have a significant impact on the integrity of the former grocery store or the historic district.

### **Proposed Project**

The proposed undertaking will involve removal of the house at 7 Haswell Street which was determined to be not historically significant, as well as the rear, single story, cinder block additions at 95 North Avenue. New flat roofed, two to three story additions will be constructed at the rear of 95 North Avenue. Adding new stories on top of the existing single story rear addition was explored but determined not feasible due to the nature of the extant cinder block construction which is not reinforced concrete. The cost to reinforce the cinder block to make it able to carry the weight of additional floors far exceeds the benefit.

The massing of the new additions are designed to clearly differentiate them from the historic commercial building. Because of the location of the new additions behind the existing two multi-story sections, the visual impact of the additions will be minimal. The historic building will continue to be the visual focal point at the head of the west end of North Street, within the historic district. On Haswell Street, many of the historic structures are two or two-and-a-half-stories. The construction of a two-story addition on the back of the existing two-story portion of 95 North Avenue that fronts on Haswell Street, will be compatible in size to others on the street.

The proposed elevations dated October 17, 2014 appear to meet the *Secretary of the Interior's Standards for Rehabilitation* and are compatible in scale, massing, materials and style with the existing building as well as the other historic buildings along Haswell Street and the North Street Historic District. The proposed new additions will be similar in massing to the extant portions of the building at 95 North Avenue and will not introduce out-of-scale massing to the historic district.

Specifically, the proposed plan removes the incompatible multi-pane glass and aluminum entry area on the front (east) elevation and adds infill on the second floor that is consistent with the existing conditions of that portion of the building. On the ground floor a modern storefront will

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be added that recalls the essence of its historic roots while respecting the use the building has today for office space. The storefront does not mimic the original storefront but has characteristics of scale, rhythm and features that identify it as being commercially oriented. The new entry is located close to where the original entrance to the upper floor apartments was. The upper floor fenestration pattern will remain. The decorative cornice and brackets will remain.

On the south side elevation, the inappropriate multi-pane, multi-story arched window on the historic building will be removed and new paired double hung windows will be added, similar to the existing. The new three story addition is separated from the historic building by the elevator shaft, and the materials and window patterns (triplets of double hung sash on the upper floors and fixed single sash on the first floor) are different from the main block. Their regular spacing follows the rhythm of those on the historic building. The new construction steps back from the historic facade almost 3' and the parapet is intentionally lower to keep the new construction subordinate to the historic. The wide cornice band pays homage to the finely detailed treatment at the cornice line on the historic building. The proposed fiber cement clapboard siding on the upper floors is compatible with the wood clapboards on the historic building but are clearly modern.

The rear two story addition is stepped back from the side elevations to make it less visible and to break up the massing. Materials and window patterns follow established forms.

The north elevation retains the original portion of the building as far as the extended first floor cornice, with an added two story portion beyond. New paired and single double hung windows will be added. While the third story of the new main addition rises above the two story northern elevation of the building, the regularly spaced double hung windows and fiber cement clapboard siding fit comfortably above.

Overall, the proposed renovations help bring the building back to a more traditional appearance while adding additional space to accommodate the needs of the programs run by COTS.

Sincerely,



Suzanne Jamele  
Historic Preservation Consultant

cc:

Kathy Beyer, Housing Vermont  
Bob Duncan, Duncan•Wisniewski Architecture  
Rita Markley, COTS  
Jonathan Farrell, COTS  
Denise Danyow, COTS

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DEPARTMENT OF  
PLANNING & ZONING

September 23, 2014

Kathy Beyer  
Housing Vermont  
123 St. Paul Street  
Burlington, Vermont 05401

Re: 7 Haswell Street, Burlington

Dear Kathy:

Housing Vermont and the Committee on Temporary Shelter (COTS) propose to purchase and demolish the building at 7 Haswell Street in Burlington. This letter will provide you with comments regarding the historic significance of the building. Additional comments regarding future work will be provided when plans become available.

This review of the above-referenced undertaking is being conducted in accordance with the standards set forth in 36 CFR 800.4, regulations established by the Advisory Council on Historic Preservation to implement Section 106 of the National Historic Preservation Act. Project review consists of evaluating the project's potential impacts to historic buildings and structures, historic districts, historic landscapes and settings, and known or potential archeological resources. Archeological review of the propose undertaking is being conducted by a separate party.

Architectural Significance

The building located at 7 Haswell Street, is not included in the Vermont Historic Sites and Structures Survey for Haswell Street. It is not listed on the State Register of Historic Places or the National Register of Historic Places. According to city records, the building was constructed in 1947.

A site visit was conducted on April 1, 2013 with Amy Dohner of Housing Vermont and Bob Duncan of DuncanWisniewski Architecture. The single story, 4x4 bay, small, gable roofed ranch house faces north. The house has an asphalt shingle roof, concrete block foundation and vinyl siding. Windows are 1/1 replacement vinyl sash with simple trim. Doors are a mix of modern multi-pane glass and panel, one on the south (rear) elevation and one on the west side. There is a wood Craftsman style front door with six small fixed lights above two vertical panels. The door is sheltered by a gable roofed entry vestibule. Two windows rest to its east and a set of paired windows rests to its west. On the six bay rear elevation, vertical ribbons of three awning sash rest in the first, second, fourth and sixth bays, There is a sliding glass door in the second bay and a modern door in the fifth bay. A modern raised deck with splayed sides extends from the sliding glass door. A cinder block exterior wall chimney rises along the east elevation.



On the interior, the floor plan has been altered with the rear room blocked off from the ones on the front side of the building. This rear area is used for storage, the front area is academic student housing. There are three bedrooms, living room and small kitchen. Many of the walls have been covered with sheet paneling, some sheetrock walls remain. Trim is natural finish clamshell and there are some hardwood floors. Solid panel doors with brass or glass knobs remain and are the only decorative features that remain.

The building, while more than 50 years old, does not appear to be eligible for the State or National Register individually or as a contributing building in the Haswell Street district, due to alteration. Replacement windows, exterior doors, sliding glass windows, and siding have altered the integrity of the building. Interior changes, including sheet paneling on the walls and floor plan alterations, have compromised the interior character of the building. In addition, the Haswell Street district's period of significance rests largely in the late 19<sup>th</sup> and early 20<sup>th</sup> century when the neighborhood developed as a home for working class residents of the city, many who worked at the nearby waterfront industries. This house dates from a later period and is not architecturally or historically related to the rest of the district. Devin Colman, State Architectural Historian at the Vermont Division for Historic Preservation, concurred with this determination on April 29, 2013.

Finding of Effect

Since the house at 7 Haswell Street is not considered significant, the proposed demolition of the building will have no effect on any historic structures.

Sincerely,

A handwritten signature in cursive script that reads "Suzanne Jamele".

Suzanne Jamele  
Historic Preservation Consultant